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ABSTRACT

This report marks the completion of 10 years' development work in the European Community, in close cooperation with member states, to test new approaches to the provision of education and training to help young people become better prepared for their entry into work and adult life. The report contains an overview of the Second European Community Programme on Transition, covering: (1) the social, economic, and educational challenges to which the program was a response; (2) the responses made in the 30 pilot projects sponsored by the program; and (3) policy conclusions and recommendations for educational policymakers and practitioners. (A list of the 30 pilot projects giving addresses of contacts, brief descriptions of the areas served, and project objectives is appended.) (KC)

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EUROPEAN COMMUNITY

ACTION PROGRAMME

TRANSITION OF
YOUNG PEOPLE
FROM EDUCATION
TO ADULT AND WORKING LIFE

Working Document

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TRANSITION EDUCATION FOR THE '90s:
– THE EXPERIENCE OF THE EUROPEAN COMMUNITY'S ACTION PROGRAMME

U.S. DEPARTMENT OF EDUCATION
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About this report

This report contains an overview of the Second European Community Programme on Transition, covering :

- the social, economic and educational challenges to which the Programme was a response (Chapter 1);
- the responses made in the 30 Pilot Projects (Chapters 2-6); and
- policy conclusions and recommendations for education policy-makers and practitioners (Chapters 6 & 7).

It marks the completion of 10 years' development work in the Community, in close co-operation with Member States, to test new approaches to the provision of education and training to help young people become better prepared for their entry into work and adult life. Two 4-year Action Programmes (1978-1982 and 1983-1987) each of 30 pilot projects were organised. Many projects formed part of national policy initiatives.

European-level interaction across national boundaries was an important element. The two programmes showed that European co-operation in this type of development work is not only possible, despite the differences of systems, languages and cultures, but profitable, in the sense that it is an effective and economical way to investigate solutions to shared problems.

They also demonstrated that the process of working together in such a field, difficult as it may be at first, is a contribution to "creating the Community" in the minds and hearts of young people and educators.

Further reading

More detailed reports have been published separately on nine main theme-areas of the projects' work, under the headings of :

- School-industry links
- The world of work as a learning resource
- Guidance and the school
- Enterprise education
- Assessment and certification
- Strategies to help the disadvantaged
- Teacher training strategies
- Partnership : parents and secondary schools
- Equal opportunities.

Forty 4-page illustrative studies ("Innovations") have also been published on selected projects, under the title of "Innovations".

These publications are available free of charge in all Community languages from the Programme Information Office, Brussels.

1. CHANGES IN "TRANSITION"

Three major changes have upset the traditional world of transition schooling over the last decade :

- Economic, technological and demographic change has led to acute shortage of jobs and much fiercer competition for them. Traditional employment and career patters have been transformed. The qualities, aptitudes and personal skills now required to enter work have made many of the aims and methods of traditional education and training out of date.

- Prolonged and high youth unemployment, even worse for young women than young men, has altered the attitudes, aspirations and patterns of behaviour of many young people and their parents.

- Action taken by governments to combat youth unemployment, particularly the vast expansion of post-compulsory vocational training in recent years, has made a considerable impact on the choices of young people leaving school.

Longer and later transition

At the same time, the period of transition has become longer. Young people spend more time in formal education and training, whether voluntarily or not.

Extending compulsory education — Box 1

In Belgium, compulsory full-time school now continues up to the age of 16, and participation in part-time education is obligatory up to 18. In Germany, where part-time schooling, compulsory up to the age of 18, has been a feature of the education system for a long time, compulsory full-time education has been extended from 9 to 10 years in some Länder. In Portugal, compulsory schooling was recently extended to 9 years. In Italy and Spain, the extension of compulsory education is part of secondary education reforms either planned or under discussion.

The general trend in policy in all countries is towards delaying the age of entry to the labour market until nearer 18 or even 19.

Access to work is no longer just a problem for those without qualifications, or with only minimal ones. Most young people now face difficulties in preparing for entry into working life. Education for transition has thus to take account of the needs of a much wider "client" group than in the past.

Extending vocational training — Box 2

In most Member States there has been a vast expansion and diversification in vocational preparation and training, beginning after the first cycle of secondary education, using pre-employment courses, linked training and education schemes, and many different kinds of work experience and induction programmes. In France, the introduction of the 'Baccalauréat professionnel' will, it is hoped, help to bring the proportion of young people holding a baccalaureat qualification up to 80% by the year 2000. The new qualifications available at 17+ in Ireland and the introduction of 2-year youth training in the United Kingdom are other examples.

These developments have generated new challenges for education systems. Simply staying longer in education and training does not per se improve a young person's employability or job chances. In some Member States, e.g. the Federal Republic of Germany, the difficult threshold for many young people no longer lies at the end of school but at the end of their vocational training course. Another new problem is the growing phenomenon of "training programme careers", i.e. young people moving from one scheme or programme to another, without finding a job.

The extension of compulsory education has accentuated what many have perceived for a long time, namely the need for substantial, even radical, changes in the school curriculum and in the style of teaching and learning, if it is to benefit all young people, including those with a strong inclination to leave school at the earliest moment.

Initiatives aimed at a genuine and broadly-based preparation for working and adult life have had to start by redefining its proper objectives and content. Existing assessment systems and practice are being reviewed, to improve their effectiveness in motivating young people and facilitating their progression through the maze of education and training alternatives into a job. Closer links between schools and training institutions are needed to overcome the increasingly artificial and often counterproductive separation of general and vocational education.

Motivation

The young people of today have been brought up in a period in which lack of work, in particular for the young, is clearly perceived as the single most urgent social problem to be solved. Yet most people still tend to agree that uncertainty about the future supply of work is going to persist.

This experience has changed the attitudes of some young people towards schooling, provoking a loss of motivation, and altering their values and aspirations. But it also leads others to become more demanding, and to claim more scope for self-initiative, co-determination and negotiation in planning their future.

The difficulties facing young people in the transition years are not limited only to education, training or job issues. Social problems like bad housing, bad health, low income, unstable family situations, drugs; cultural issues related to the integration of ethnic minorities; and personal and developmental problems in growing from adolescence into adulthood - all these are often inseparably mingled with them. Education aimed at preparation for adult life must take account of these factors, for instance through the kind of adult relationships, the choice of curriculum, and the kind of guidance which it offers to young people.

Fewer pupils

By the year 2000 the 15-19 age-group in the Community will have declined by 25% on average, but by as much as 40% or even more in some Member States. This is already affecting the size of schools and the

number of teachers being recruited, and is one of many factors which have depressed teachers' morale in some Member States. It is a change which calls for particular efforts in the field of in-service training, as well as imaginative action to try to maintain the range of education choices open to young people.

Implications 2 Box 4

These changes have meant a new climate in secondary education. In the schools, the effect has been a push towards putting the student more at the centre of the teaching/learning process. The challenge is to stimulate re-thinking of the use of the school and its resources in terms of what it can do for her/him, instead of how young people can be fitted into what the school-system, or individual subject-teachers, have traditionally offered.

Less certainty, more choice

Generally young people are faced with more choice, and more uncertainty about what to choose for the best. Options formerly picked primarily by the less well-qualified have become attractive for the better-qualified too, sometimes only for the better job prospects or the financial support they provide.

The traditional pattern of settling down in a stable job straight after leaving school or training is a thing of the past. New forms of employment, part-time and contract work, self-employment and work in co-operatives, job-sharing and temporary employment, participation in job-creation programmes and voluntary work in the local community - have all become more important. They can also offer young people possibilities for combining work with futher education and training.

Implications 3 Box 5

Young people need encouragement and help to become more "entrepreneurial" in exploring these new opportunities, and to gain greater breadth of experience. This means changes to the nature of the school curriculum, and developing the use of teaching and learning styles though which all young people can experience success. Personal and vocational guidance, whether provided by external services or the schools, has to reflect the new diversity of transition channels, and efforts need to be intensified to obtain the co-operation of parents in helping young people to make their choices.

Regional and social inequalities

The unequal distribution of wealth and opportunity, within and between different parts of the Community, has worsened in recent years, partly because of the long-lasting social effects of high levels of unemployment, partly as a result of structural changes in the economy. Large numbers of young people are affected. Some Member States have areas in which youth unemployment is as high as 70 or 80%.

Unless positive action is taken in education and training policies, young people will become polarised into those who obtain good, marketable, qualifications and the unqualified, or nearly unqualified, whose job prospects get continuously worse; into those who can rely on the financial help and security of their parents, and the others, whose range of education and training choices are limited by the income level of their families.

In nearly all Member States there are marked regional disparities affecting individual chances in the transition process :

- in the availability of a variety of training places and of jobs;
- in the quality and accessibility of guidance services and up-to-date information;
- in the level of equipment, staff and other resources of schools; and
- in the standards of transport and other public facilities.

Implications 4 — Box 6

For such areas, Community, national and regional economic re-development policies cannot do everything. Schools, education authorities and local communities also need to review whether they are making the best use of their resources, and consider alternatives which may lead to new, positive, developments.

Social disparities also play an important part. Many migrants have limited choice, and are channelled into training in vocational fields with poor prospects, or go into the weaker sectors of the labour market, on poorly paid and precarious jobs. From the start of their career, they face high job instability, and have to rely frequently on family or other support.

Implications 5 — Box 7

> Disadvantaged young people have a special need for extended guidance, help and tutorship, not only while they are still at school but also in the period after they have entered the labour market and/or vocational training.

Local identity

The decline of major labour-intensive heavy industries all over Europe, and their replacement by new capital-intensive, automated firms have led governments to put more emphasis on local (or regional) initiative, and small-scale enterprise, as a source of new jobs. In parallel there is also a move to reinforce the local (or regional) dimension in education and training. Lessons have been learned from negative experience in the past years, where new training programmes have sometimes been set up without proper regard to the local economy's growing or declining needs for particular vocational skills; and from positive experience with successful programmes which have meshed into local development and employment opportunities.

In vocational training, employment and economic pressures have impelled schools/colleges to be more outward-looking and responsive to the needs of firms and development needs and prospects in their area. Established links of this kind in sectors such as metal, textiles and agriculture are being extended. Vocational schools/colleges are becoming more active in marketing or publicising their training capacity as part of the local development effort.

Many educators see a long-term and long-standing need to open schools of all types, and at all levels, to their local communities, including

not just parents and people from the neighbourhood but all kinds of creators of wealth, services or jobs in the locality, as well as those concerned with its cultural and spiritual welfare. Such new approaches to local partnerships with economic and social organisations and individuals have demonstrated their value in a number of ways. They contribute to opening up new resources for schools, to new opportunities for young people; and sometimes even to new prospects in local development.

Implications 6 Box 8

To implement an outward-looking strategy focused on local needs, schools and training institutions usually need to adopt a new style of management and internal organisation. Policies to generalise this approach will therefore have to begin by ensuring the necessary degree of flexibility and autonomy for them.

Gender equality

Despite new policies and action programmes, there has been little real change in many Member States, in the distribution of opportunities between young men and young women. A few women have made important strides in the past 10 years, with increasing numbers employed in professional, administrative and technical posts and in managerial positions. But the majority are still concentrated in traditional occupations and in low-paid jobs in low-paying industries. The gap between men's and women's earnings remains.

Such inequality is not only unacceptable but economically unsound. In the next 10-15 years, the working population will significantly decrease in many Member States. Already, training opportunities in some sectors of the economy, particularly in the craft field, are not being filled because of a shortage of applicants, and small and medium-sized firms report increasing difficulties in finding trained workers. Without more women in the work-force at all levels, these problems will get worse.

If young women are to play an equal role in a technology-based economy in the future, they need to become familiar with the world of techno-

logy early in their school careers. But in fact, girls tend still to make the same sort of educational and vocational choices as always, opting in greater numbers than boys for general rather than technical subjects, pure science rather than applied science, and shorter vocational courses rather than apprenticeships. Generally they restrict themselves to a very narrow range of careers, many of which offer poor employment prospects or are contracting as a result of the introduction of new technology.

Implications 7 Box 9

Because change in the equal opportunities field is so slow, and de-stereotyping takes so long, positive action needs to be pushed energetically at all levels of education : to change attitudes, to raise the awareness of all those involved in education and to encourage girls to make full use of the opportunities available.

* * *

The work of the pilot projects in response to these social and economic changes can best be grouped under four broad fields of action, as follows :

- forging closer links between schools and the economic world, including the development and implementation of more varied forms of work experience, the use of the world of work as a learning resource, and initiatives to foster a more pro-active and "entrepreneurial" spirit amongst young people and in the schools.

- action to meet new needs in the field of guidance and counselling;

- action designed to combat failure and to provide fairer opportunities to lower attaining and disadvantaged young people; and

- action to help teachers to cope with new tasks and roles.

2. CLOSER LINKS BETWEEN SCHOOLS AND THE ECONOMIC WORLD

Closing the "gap" between education and the outside world, in particular the world of the economy, was a major concern for almost all pilot projects. The projects saw this as their direct response to what many policy-makers in Europe now see as the biggest challenge for secondary education: to raise the quality of education and training at all levels of the future workforce, and reduce the number of unqualifed, in order to increase economic efficiency and competitiveness and keep up with the pace of economic and industrial change, accelerating under the impact of the new technologies.

Individual pilot projects' responses took many different forms, but centred on reviewing the curriculum and methods or styles of teaching and learning, and adapting them to reflect more economic and technological objectives, and to take account of local and regional economic development. It also meant giving much more attention to the pre-vocational dimension of compulsory education, in the sense of helping young people to gain knowledge and experience of the world of work, and of their social and economic environment. All this meant secondary schools and vocational training institutions developing new forms of co-operation with industry.

The wider use of work experience and the introduction of enterprise education

Work experience

Work experience schemes, in the traditional sense of short "taster" placements in a firm, are an established part of the school systems of some Member States. A new development is the more diversified and more differentiated use now being made of them, to support a wider range of educational objectives. Many projects reported on the positive value of a work placement on demotivated young people and for the re-integration of early drop-outs, provided it is carefully prepared and followed up, and forms part of a wider curriculum approach. Some would go

as far as to propose that work experience should be included in all young people's preparation for working life for its contribution to their personal development.

Most pilot projects used work experience for one or more of 3 purposes :

- **to develop vocational knowledge, skills and attitudes and to enhance motivation;** e.g. projects in Belgium (B 2), France (F 9 and 12), and Greece (GR 13, 14), in Modena (I 22a) and Biella (I 22b).*

- **to support vocational and educational guidance;** e.g. Denmark (DK 3 and 4), and France (F 11), in Kassel (D 7) and Rotterdam (NL 25). Great interest was generated in the use of a sequential or phased model in Aalborg (DK 3) where work experience placements of different lengths and with different objectives were combined (as they often are in Germany) to form an integral part of the curriculum in the three final years of compulsory education.+

- **to enhance personal development and communication skills, and to provide part of social education;** e.g. in France (F 9), in Manchester (UK 27), Glasgow (UK 28) and Northamptonshire (UK 30).

Many projects showed how to integrate work experience schemes properly into the rest of the curriculum, whether as part of a separate subject, through a cross-curriculum approach, or in the form of project work. In Shannon (IRL 18), work experience of various kinds forms an integral part of the new, alternative, 16-18 courses, which lead to the proposed new upper secondary Senior Certificates.**

Operational models of how to implement these objectives developed by some projects are described in a separate report on work experience.++

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* Project numbers refer to the list of projects given in Annex II.

\+ See : Work experience and guidance - Denmark, Innovations No.5, 1987.

** See: Work experience integrated in the curriculum - Ireland; Innovations No.3, 1987.

++ The world of work as a learning resource, Brussels, December 1986.

3 keys — Box 10

All the projects concerned highlighted :
- the importance of developing co-operation between teachers;
- the need for flexibility in the time-table; and
- the need for support from the school management.

Simulated work experience

Placements in firms are not always possible. Other methods to provide some form of experience of the world of work can be used, either to complement placements or on their own. Some projects; e.g. Duisburg (D 8) and Val d'Elsa (I 20a) developed simulated work experience, some using business games, others work projects in the local community or training workshops (in vocational institutions or colleges), and involving the support of "professionals" from outside the school. In Dublin (IRL 16), the project set up a "work exploration centre", to support curriculum initiatives in a group of inner-city schools aimed at developing young people's social and vocational skills through practical learning.*

Enterprise education

The term "enterprise education" was virtually unheard of at the start of the second Transition Programme. It is now being developed in a number of countries, where the idea of schools teaching "enterprise" is rapidly gaining ground. The Programme has contributed to this rapid dissemination.

Education for enterprise — Box 11

The term does not mean a new subject. It is used to describe a new set of activities in education and training aimed at fostering young people's creativity and influencing their behaviour in such a way that they show more initiative and play a more active and independent role in determining or negotiating their own future. It means an approach to change pupils' passive expectation of employment into a more dynamic attitude, directed to finding or creating one's own job, through an introduction to the world of business, self-employment and small firms.

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* See: Work Exploration Centre - Dublin; Innovations No.36, 1987.

The most common approaches are :

- setting up "mini-enterprises", i.e. small, school-based businesses run by the students, or the use of school co-operatives. They offer real, though controlled, experience of the whole process of designing, manufacturing/delivering and marketing a product or service, and of management, role differentiation and group-work in a business; e.g. Shannon (IRL 18);

- project-work; e.g. in France (F 11) or Italy (I 19b);

- the provision of services to the local community, for instance in the Greek LINK project (GR 15);

- contract work for firms, e.g. in Modena (I 22a), or in some (vocational) schools of the French F 9 project, which have twinning arrangements with local enterprises.

In the curriculum ? Box 12

Education for enterprise ought to be fully integrated into the school curriculum, as in Galway (IRL 17), where a one-year course was introduced for 15-18 year olds in secondary school to develop creativity, resourcefulness and entrepreneurial skills.* But it can also be used as an extra-curricular activity, e.g. the co-operatives set up by young people in some lower, and upper, secondary schools in several Italian pilot projects.+

The experience of the pilot projects showed :

- that enterprise education is a promising approach, capable of application in many forms according to the local context. It can significantly contribute to personal and social development, as well as to the economic knowledge and skills of all students, including those not likely to achieve great "academic" success;

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* See: Enterprise Development; Innovations No.1, 1987.

\+ See: School Co-operatives - Italy; Innovations No.4, 1987.

Enterprise and independence Box 13

In Northern Ireland (UK 26), a secondary school for pupils with learning difficulties successfully introduced an enterprise education project to promote initiative, independence and self-confidence in girls aged 14-16.*

- that enterprise education is a valuable framework concept for developing learning aimed at developing initiative and independence, whether based in the school or the outside world. The projects showed the need to involve professional people and adults, other than teachers, as consultants in such activities. One approach to this is the use of the "talent bank", developed in Shannon (IRL 18), an inventory of people willing and available to offer their personal help, which proved particularly helpful to the project schools. In Ireland, where the enterprise movement has now gained national support and recognition, the local branches of the Bank of Ireland offer their services too, as agents for local expert support, and providing financial and administrative guidance and some limited funding (e.g. to mini-enterprises);

- that, in rural, non-industrialised areas such as in Avellino (I 21b), Calabria (I 19a), Sassari (I 19b), Powys (UK 29) or parts of Greece (GR 13), enterprise education programmes can enhance awareness of the important role of schools and training institutions as a resource for stimulating economic development.

Adapting the curriculum

The call to schools to become more outward-looking and to open up to their environment also stimulated a range of other innovative actions in the pilot projects. These took the form of broader changes to the curriculum, or the introduction of new learning activities related to it. Creating links with the world of the economy, and contacts with industry, were seen as major aims of this kind of change. They also often provided the resources required for it .+

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* See: Enterprise education in a special school; Innovations No.10, 1987.

+ See: School-industry links; Brussels, June 1987.

Most of the pilot projects saw as their first priority, in the field of compulsory and general education, the need to provide all young people with an introduction to the world of work, in some realistic but manageable way, and set up work experience or enterprise education programmes, on the lines just described.

But three other approaches were also developed which can be grouped under the following headings:

- The introduction of a new subject or course, involving links with local industry as one of its features.

Apart from the new programmes in Galway (IRL 17) and Shannon (IRL 18) already mentioned, work-oriented courses were also developed by the Rijndelta project (Rotterdam, NL 25) and are now being implemented, on an experimental basis, in most of the 12 Dutch provinces.* In Scotland, a new course was designed by the Castlemilk project (UK 28). It now forms part of a transition curriculum for students in comprehensive schools, age 14-16, to develop their social and vocational skills. It provides experience-based learning (covering the three areas of home, community and work) and is assessed as part of the new Scottish Examination at age 16.+ In the German pilot projects, school-industry links were further developed within the framework of "Arbeitslehre" (Teaching about the world of work), which is part of the curriculum of lower secondary schools throughout Germany, and is increasingly being extended to other types of secondary schools.**

- A cross-curriculum, or "infusion", approach.

This approach does not imply any change to the number of subjects, or their place in the timetable, but aims at introducing various ways of teaching about the world of industry and work into some (eventually

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* See: Guidance Course - The Netherlands; Innovations No.26, 1987.

\+ See: Social and Vocational Skills Course - Strathclyde; Innovations No.21, 1987.

** See: "Arbeitslehre" - Germany; Innovations No.38, 1987.

all) existing subjects. Examples can be found in most of the Italian pilot projects, and in the comprehensive school-based, curriculum review project in Northern Ireland (TRAWL, UK 26). The cross-curriculum approach is now in widespread use in many parts of the United Kingdom, where techniques have been developed by the SCIP programme (School Curriculum Industry Partnership), to help schools implement it.*

- The project approach, using topic- or problem-centred learning situations.

This approach, now common in many secondary schools, provides a natural means to introduce learning about the world of the economy, and contact with industry or the local community, into pupils' activities. The majority of pilot projects in the Transition Programme used the "project" concept, for school-based or off-premises experiential learning and for extra-curricular activities. Their experience has confirmed the importance of inter-disciplinary and inter-subject co-operation between teachers as an essential factor for success with this approach.

Vocational education — Box 14

Particularly close and specific links with industry were established by those pilot projects which worked in the field of vocational education.

By shifting the emphasis put on work experience from a vocational/occupational objective to the development of social and personal skills, the French F 9 project enabled teachers from general subjects (i.e. French, modern languages, mathematics) to integrate work experience into their teaching and to link their work with that of their colleagues teaching technical subjects and of the industrial tutors in the firms providing the placements.

The Flemish project (B 2), in the Provinces of Limburg and West Flanders, developed a new type of sandwich vocational course ('alternance') for school-leavers. Some of its most innovative features lay in the successful co-operation achieved between the vocational training institutions (technical schools) and firms, in the design and implementation of the course; its direct responsiveness to local needs; and the new methods of course-marketing.+

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* See: Schools, Industry and Curriculum; Innovations No.39, 1987.

\+ See: Training for local needs - Belgium; Innovations No.29, 1987.

Arrangements for sharing equipment can be of great help to bring training up to the latest standards of technology, as in Kortrijk (B 2), where firms have located laboratories, new machines and operators in a technical school, using them for their own purposes as well as making them available for the school's training programmes.

The main obstacles faced by the projects in developing a more outward looking curriculum, with strong links between schools and industry, lay in :

- the rigidity of regulations governing the centrally-set curriculum (in some Member States);

- the lack of flexibility in the timetable and management of the school; and

- the problem of formal recognition of new courses or extra-curricular activities in examination and certification systems.

Local support structures

In some pilot projects, individual schools and training institutions had sufficient freedom in the management of their own affairs, to be able to create an interactive working relationship with external partners in their area, on their own initiative, without recourse to outside administrative help. A good example is the use of local liaison groups in Shannon (IRL 18) - i.e. informal local networks of external people willing to lend their skills, and their time, to help "their" schools.

But administrative support and structures for co-operation have proved highly effective, and in some projects indispensable, to promote school-industry links, or to cope with some new tasks which cannot be fulfilled by the individual school. The national-level encouragement, by the French government, to individual schools and firms to sign twinning agreements, has given a nationwide boost to the development

of partnership arrangements, and was of great benefit to the wider use of work experience in the F 9 project. In Kassel (D 7) the regional co-ordination centre for work experience has become the essential mechanism for finding opportunities for placements, and matching supply and demand for them.

Some projects have set up new types of local/regional co-ordination centres or "agencies" with a wider brief to support and promote links between the schools and the world of work. Their scope is not limited to purely administrative or co-ordinating tasks. It also includes practical contributions to curriculum development, information and guidance initiatives, or help with special teacher-training.

New structures — Box 15

The School Contact Committee in Aalborg (DK 3) is an informal body set up in 1977 for co-operation and action on any aspect of school-trade/industry contact, working through the existing agencies and, especially, the guidance counsellors.*

In the Netherlands, a "Contactcentrum Onderwijs-Arbeid" (COA, or School-Employment Liaison Centre) has been set up since 1982 in each of the country's 12 provinces. Two of these centres provided the structures for the Dutch pilot projects in the Transition Programme (NL 24 and 25), piloting new approaches to the improvement of work experience schemes, the co-ordination of guidance, and information.+

In Modena (I 22a) the new "Agenzia scuola-mondo di lavoro" (School-World of Work Agency) has worked successfully to help students and teachers to develop, maintain and exploit links with the world outside the schools and training institutes.** A similar approach was also introduced in Belgium, where a local centre ("Transvia") was established by the Saint Ghislain project (B 1).

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* See: The School Contact Committee - Aalborg, Denmark; Innovations No.14,1987.

\+ See: "COA": School-Employment Centres - The Netherlands; Innovations No.23, 1987.

** See: School-Work Agency - Modena, Italy; Innovations No.15, 1987.

Their legal status varies, but they are generally set up with support from the education authorities and local or regional industry, for instance from Chambers of Commerce or professional associations. It has become evident, from the experience of the pilot projects, that these agencies can play a vital role in actively stimulating and co-ordinating links between the various partners at the local or regional level, in creating new learning opportunities for young people and in promoting a spirit of partnership.

Action by firms, trade unions

Many pilot projects felt that a stable school-industry partnership should ideally be seen to be of benefit to both partners, and not produce a situation in which one of them was always the "giver", and the other always the "receiver". It was held equally important that co-operation involve both sides of industry, employers/firms and trade unions. Firms and trade unions should therefore be encouraged to take initiatives of their own, from their end, to establish links with schools. A number of positive examples can be found in the Transition Programme and elsewhere.*

The local community, and parents, as resources

Pilot projects from all Member States also emphasised the valuable role of the local community as a resource for experienced-based learning, over and above links with industry. A number of projects were actively concerned with dovetailing the work of their schools into the life of the community, using different approaches such as placements, project work, open days, drama presentations, travelling exhibitions, or offering their premises and equipment to adults and institutions in the local area.

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* See: Schools, Firms and Trade Unions; Innovations No.37, 1987.

Local community & parents as resources Box 16

In Greece, a variety of extra-curricular school-community linking activities were developed in several schools in the LINK project (GR 15), which forms part of a national programme to introduce a new type of unified upper-secondary school, for pupils aged 16-18. These activities build on the resources of the school, and the social and economic needs/opportunities of the local community, and contribute to the curriculum, as well as to guidance and community education.*

The Northamptonshire pilot project (UK 30) developed ways to enable students to learn by working in the community alongside adults, and at the same time to strengthen the schools' contribution to their environment.+

Projects in Denmark, France, Germany, Ireland and the United Kingdom stressed the important role of parents as a resource.** The Vénissieux project (F 10) and the Northamptonshire project (UK 30) succeeded in associating parents more actively in the education of their children, especially the parents of lower-achieving pupils. The schools developed ways to create a new climate, provided new kinds of parent evenings, brought parents into advisory groups, and involved them actively in curriculum activities.++

Links between schools, industry and the wider local community, as described above, also had a positive impact on the projects' activities in the field of educational and vocational guidance, and on staff development and in-service training for teachers. These aspects are considered in Chapters 3 and 5 of this report.

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* See: School-Community Linking - Greece; Innovations No.2,1987.

\+ See: School, Community and Environment - United Kingdom; Innovations No.24, 1987.

** See: Partnership - parents and secondary schools; Brussels, June 1987.

++ See: Involving parents - United Kingdom; Innovations No.17, 1987.

3. IMPROVING EDUCATIONAL AND VOCATIONAL GUIDANCE*

Offering opportunities to all young people to acquire relevant knowledge, skills and personal competencies is one pillar of their preparation for working and adult life; enabling and helping them to use these qualities to make informed educational, vocational and occupational choices, and for developing their ideas about their own future - i.e. guidance - is the other. The two are - or ought to be - inseparably connected.

Guidance - understood in these terms, and as seen by the pilot projects - goes far beyond the provision of up-to-date information on careers and jobs, or help to find a work experience placement. It involves opportunities for active learning and personal experience, and should help put into focus the personal and social future of the young person, not only his/her future work.

In the Transition Programme, there was a noticeable trend towards giving the guidance process a more central place in the work of the school. The pilot projects saw guidance :

- as an integral part of teaching and learning;
- as a process which had to continue beyond school; and
- as a process requiring the active involvement of other partners and some inter-institutional co-operation.+

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* A concise review and analysis of national guidance systems can be found in a separate study recently published for the Commission. See: A.G. Watts et al., Educational and Vocational Guidance Services for the 14-25 age group in the European Community; Brussels, 1987.

\+ See: Guidance and the school; Brussels, June 1987.

Implications for the curriculum: active learning

If guidance is to be linked to the whole teaching and learning process in the transition period, it must in practice be integrated into the curriculum. Different approaches were developed by projects with this in view: introducing guidance as a separate subject or course, drawing on various disciplines; or making it a part of several subjects. Most of the activities and curriculum provision aimed at links with industry or the use of the wider world outside the schools as a learning resource (described above in Chapter 2), had an explicit guidance objective. Though not the complete answer to the need to strengthen the guidance process in a school, they are an essential part of it.

The most important factor was seen to be the emphasis to be placed on promoting young people's autonomy, their self-awareness and their capacity to plan their own future. Above all, this meant for the pilot projects a shift towards more active and participative forms of learning across the whole curriculum, using a variety of learning places and a range of methods (e.g. simulations, role-plays, group and project work); enhancing students' ability for self-assessment; and developing more adult pupil-teacher relationships.

Guidance modules — Box 17

The French project (F 11) involved 60 selected CIOs (information and guidance centres) in developing new approaches to their role of supporting the guidance process in schools. The materials which the project developed covered aspects like self-awareness, knowledge of the world of work and planning one's future, and were designed as flexible units for joint use by teachers and guidance counsellors.* Other projects - especially in Denmark, Ireland, Italy and the United Kingdom - provided other examples of how the content and style of delivery of the curriculum could be adapted so as to contribute to meeting the guidance needs of young people.

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* See: Group-work Guidance Material - France; Innovations No.9, 1987.

A particularly comprehensive approach was introduced in Italy, emphasising the need to link young people's aspirations to the economic potential of their "territorio" (region), and to develop their autonomy and stimulate their sense of initiative as a resource for growth in the local area. In all eight Italian projects, the schools were invited to explore how to participate in, and contribute to, the economic welfare and development of their area. Drawing on a number of different subjects, as well as extra-curricular activities, they set out to enhance young people's understanding and experience of the particular economic and cultural features of their region. One of the main objectives in this "territorio" approach was to develop in the students, both boys and girls, a greater awareness of, and a more positive attitude to, the possibilities of work in small firms and self-employment. Special curriculum materials were produced for lower and upper-secondary schools, to support this process and to disseminate it more widely.*

Though strongly advocating the need for guidance to be seen as an integral part of the curriculum, some projects warned against treating it simply as a vague "overarching" principle. They argued, from their experience, that guidance should have a clear, identifiable place in the school's curriculum. In their statements about their curriculum, schools should therefore include a clear account of their procedures or approach to providing guidance, especially on how they handle the needs of weaker pupils.

Continuity beyond school

Follow-up guidance for all young people who have left school - but especially the low-qualified, or young migrants who may suffer from cultural discrimination - was a strong focus in some pilot projects.

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* See, as one example: School and "Territorio" - Reggio Calabria, Italy; Innovations No.25,1987.

It reflects a growing concern, in a number of Member States, about the need for continuing advice and tutorship of those young people who have not been able, for whatever reason, to enter post-school training or work. These young people are difficult to contact, once they have left school, and their guidance needs generally extend beyond the question of vocational or occupational choice, to a broader range of personal and social problems.

Maintaining contact

Some pilot projects stressed the importance of avoiding a break in the continuity of personal contact with these young people at the point of leaving school. Schools in the two Danish projects (DK 3 and DK 4) developed their approaches in the framework of national regulations for follow-up guidance. Generally the guidance specialists of the 'Folkeskole' (compulsory school) have a responsibility to maintain contact with students after they have left school, several times over the period until they have reached the age of 19 or have entered a post-compulsory institution which then takes over the guidance responsibility. Since the guidance specialists work part-time in the school and part-time outside it in the local community, and because they work closely together with the class-teachers, this system helps to identify potential problems at an early stage, and is more likely to provide continuous and coherent guidance support.

Similar approaches were successfully introduced in Germany (D 5 and D 8), where special guidance teachers offered advice and personal support to young people, in particular to potential low-achievers and young migrants, not only during their last years of full-time compulsory education, but also for some time in the period thereafter. They liaised with the providers of post-school opportunities, to find solutions suited to the needs of the individual young person, and cooperated closely with the local careers counsellors of the national employment agency ('Bundesantalt für Arbeit'). In Duisburg (D 8) the result has been a coherent and comprehensive support structure, covering a large region.

Re-establishing contact

Approaches designed to re-contact young people who had already left, probably unqualified and with poor job prospects, were explored by projects in other Member States. Recognising that many young people distrust schools, and teachers in them, the Luxembourg project (L 23) established a network of locally- based social/youth workers (and specific training for them). These "Transition Tutors" operated outside the schools but in close contact with them, as well as with training institutes, local youth services, industry and authorities.* In another example, in outreach centres run by the Dublin Inner City project (IRL 16), community-based second-chance programmes were offered, which combined guidance with social and vocational preparation in an informal, non-school environment.+ Similar developments were also to be found in Vénissieux (F 10) and Kassel (D 7).

School- and community-based teams

The greater emphasis placed on guidance at the school level should not be interpreted to mean that schools carry exclusive (or even, in some countries, the main) responsibility for guidance. Schools' efforts will have little effect unless they co-operate with the other partners in the guidance process. In hardly any other area of transition work is the need for co-ordination more obvious than in the guidance field, where a multitude of providers operate in parallel - public and private specialised agencies, guidance and careers services inside and outside the education system, parents, youth services, education and training institutes, firms, and organisations in the local community. Many young people, and teachers, find it difficult to see their way through this bewildering complexity.

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* See: Outreach Youth Centres - Luxemburg; Innovations No.20,1987.

\+ See: The Outreach Programmes - Dublin; Innovations No.19, 1987.

The pilot projects tackled this problem on various fronts. In the French F 11 project, the 60 Information and guidance centres, which form part of the education system but are based outside the schools, concentrated on developing a more interactive and organic working relationship with teachers and schools in their "constituencies". Among its many actions, including the production of guidance modules for use in the schools, the project established a special group to study the type of networks which young people used outside the formal guidance system. The results are now being used to raise awareness, among teachers and counsellors, of the diverse sources which can be tapped, to help with personal guidance for young people.

In Germany, where careers guidance is provided by the careers counsellors of the Employment Agency, the projects in Mannheim (D 5), Kassel (D 7) and Duisburg (D 8) concentrated on developing closer co-operation between these counsellors and teachers, especially the "contact teachers" (see below) now being introduced in many schools.* Special arrangements were developed, including in-service training, which significantly improved the quality and co-ordination of guidance services in the project areas.

"Contact teachers" Box 18

Another good way to improve the guidance process is the development of working links between general and vocational schools/ colleges.

The Mannheim project (D 5) set up joint working-groups of teachers from "Hauptschulen" (lower-secondary, general education, schools) and "Berufschulen" (vocational schools or colleges) designed to improve "Hauptschule" teachers' awareness of the opportunities available in vocational training schools, through direct contact between teachers, joint visits to firms and joint curriculum development. In the first Transition Programme (1978-1982) a system of "contact teachers" and "contact groups" on these lines was set up in the whole of the 'Land' of Baden-Württemberg. Over 60 contact groups were formed, involving about 2000 teachers, from "Hauptschulen" and vocational schools. These "contact teachers" were expected to transmit the information and experience they gained to other colleagues, thus improving the guidance expertise in their school.+

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* See: Guidance Training and Co-ordination; Innovations No.6,1987.

\+ See: School-linking, Baden-Württemberg; Innovations No.30, 1987.

School-linking was similarly emphasised in the Vénissieux project (F 10), in the regional co-ordination system in Kassel (D 7), and in the Strathclyde project (UK 28).

Setting up a local, inter-service, task-force has been another approach successfully used in the Transition Programme, to co-ordinate and develop guidance activities and the provision of education/training opportunities in a municipality.

The "youth team" in Hvidovre (DK 4) is a particularly good example. It brings together in one group, meeting once a month, representatives of four local services:

- Youth Guidance (i.e. the counsellors working in the schools and the local community);
- Youth Employment (offering training places in public sector employment projects);
- Social Welfare; and
- the State Employment Office.

The group operates as a clearing-house to provide coherent, comprehensive guidance and training programmes for school-leavers and young unemployed, tailored to the individual needs of the young person. It organises its work in such a way that the local guidance counsellors can act as a single contact point for young people, giving access to all four services.*.

Youth teams have also been started now in other municipalities in Denmark. The approach can be compared to that of the French 'Missions Locales', a network of local task-forces set up since 1982 all over

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* See: The Youth Team; Innovations No.8, 1987.

the country, to co-ordinate, stimulate and develop education, training and other provision for young people, especially those 'en difficulté' between the ages of 16 and 25.*

The value of having available, at the local level, a special clearing-house and development capacity to meet the needs of young people with particular problems is also illustrated in the work of the "RAAs" in Northrhine Westfalia ("Regionale Arbeitsstellen zur Förderung ausländischer Kinder und Jugendlicher" - Local agencies for the support of migrant children and youth). These agencies were set up recently in 8 different cities in the vast industrial Ruhr region, including the cities of Duisburg and Oberhausen, where they joined in the D 8 project of the Transition Programme. Using inter-disciplinary teams (teachers, social workers, trainers, psychologists) they develop programmes for inter-cultural communication, run inside the schools and outside in the local community; they help to improve existing local infrastructure and facilities for young migrants; provide special counselling and guidance in co-operation with the schools; and develop forms of community education.+

All the local support and co-ordination structures for school-industry links, described in Chapter 2, have also proved highly effective for guidance purposes. The same applies to the approaches, developed by various pilot projects, involving parents more closely in the life of the school and in contact with teachers.

Substantial experience has also been gained, in the Transition Programme, on ways in which young people themselves can support each other, and complement the work of schools and specialists in the guidance process. Several strands can be seen in this development :

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* See: The "Missions locales" - France; Innovations No.13, 1987.

\+ See: "RAA" - Germany; Innovations No.16, 1987.

- the involvement of young people in schools' efforts to ensure that information material related to guidance is available to, and used by, those leaving school;

- the formation of mutual help, or self-help, groups to cope with the problems of intermittent unemployment, through organising projects in the local area; and

- the networking of information and self-help projects, so as to provide mutual support and encouragement.

All these developments promote a change in the role of young people, from that of passive client to active partner. Many pilot projects have provided a basis for changes of this kind, through their emphasis on active learning, enterprise education or by providing activities and materials to support self-assessment and self-guidance. This experience is being greatly extended by a range of Youth Projects, managed by young people themselves, which the Commission has supported in association with the Transition Programme.*

Sex-destereotyping and widening girls' choices

Challenging traditional thinking among adults about the roles of women, and raising the self-awareness and self-confidence of girls, were seen by many pilot projects as the essential first steps in this field. Projects therefore concentrated on :

- actions aimed at teachers, administrators, parents and counsellors. In 1985, an Action Handbook addressed to these target groups,

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* See: Info Action 1985 - Youth initiatives in the European Community; Brussels, February 1986.

was published to follow up the Council Resolution to promote equal opportunities for girls and boys in education, adopted on 3 June 1985;*

- action aimed at improving the quality of guidance for girls, to encourage them to choose technical subjects, to learn to use a computer, to participate in mixed-group project work, and work experience programmes.+

Curriculum materials — Box 19

In Castlemilk (Scotland, UK 28), a new short course, the "Girls Programme", was developed for 14/15-year-old girls, comprising five 1-hour sessions, using stimulus material and small-group discussion. The course is taught in single-sex groups - with the pupils being withdrawn from their normal lessons for it - to avoid boys dominating the discussions and prevent boys and girls from adopting rigid stereo-typical positions.**

The Shannon project (IRL 18) developed a comprehensive teachers' resource pack, entitled "Why not broaden your horizons ?", containing a teachers handbook, student work-cards and video materials. The pack is addressed to guidance counsellors and subject teachers, and includes guidelines for activities, in and out of the school, to cover about ten 40-minute periods. It is mainly designed for use with girls aged 11-16, but has also proved effective with mixed groups.++

The experience of the projects confirms the value of such curricular initiatives. But many projects also stressed the need not just for a specific course, but for continuous action pervading all curriculum and guidance activities in school.

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* See: Action Handbook: How to implement gender equality; Brussels, November 1985.

\+ See: Equal opportunities; Brussels, 1988 (in preparation).

** See: The "Girls Programme" - Castlemilk, Glasgow; Innovations No.35, 1987.

++ See: The "Why Not ...?" Course - Ireland; Innovations No.31, 1987.

4. COMBATING SCHOOL FAILURE AND DISADVANTAGE

A large number of projects piloted practical approaches to support young people, who are at risk of 'failure' in compulsory schooling, by whatever standards apply in the education system. Their starting points included :

- the consequences of the extension of secondary education, whether de jure or de facto, which raise difficult questions about the appropriateness of the "academic" curriculum for those young people;

- the challenge to break the vicious circle in which a lack of positive experience or recognised success leads to apathy, or rejection of learning at school, and destroys the motivation for any further education;

- the need for schools to pay more serious attention to the problem of basic skills - compulsory education may provide in many cases the last opportunity for diagnosis and remedial action.

Disadvantaged - by what ? Box 20

Being disadvantaged does not, of course, necessarily condition young people to failure at school. Nor do all young people face the same difficulties.

Disadvantage has many roots; they may lie in the personality or personal history of a young person or stem from economic social or structural problems in the area he or she lives in. Other young people are discriminated against because they belong to an ethnic minority or were brought up in a different culture. All these factors can become serious obstacles to young people developing their full potential and meeting traditional standards for success at school.

Curriculum responses

Many of the curriculum innovations referred to in the preceding parts of this report were particularly relevant to helping young people with learning difficulties :

- putting the emphasis on experiential, or active, learning;
- using the world out-of-school as a resource;
- introducing enterprise education and work experience schemes.

Though they are now coming into much wider use for young people with all kinds of ability, the educational philosophy and concepts underlying them were, in fact, derived from their successful use with these students, who by traditional standards showed only modest attainment.

Some projects worked on the development of "alternative" curricula for disadvantaged and lower-achieving pupils in compulsory education, especially in the United Kingdom: in Manchester (UK 27), Northamptonshire (UK 30) and Castlemilk (UK 28); and in Vénissieux (F 10). These alternative curricula are more precisely related to the individual learning needs and capacities of their clients. They incorporate the key concepts which are covered by orthodox subject-based curricula, but organised in a different and more flexible way, using a system of units of work or short "modules". Some of these modules are subject-related, others aim at the development of personal or practical abilities, or at skills in the use of new technology. For each module, objectives, methods and expected learning outcomes are precisely defined, so that they are not only clear to the staff, but also - and this proved very important - to the young people, and can be negotiated between teachers and students.

Such alternative curricula, as developed in the pilot projects, draw on the full armoury of experience-based learning, inside the school

and outside, in industry or the local community. They require flexibility not only in the organisation of content, but also in the timetable and the physical arrangements (space, equipment etc.) for work. In the schools of the Manchester project (UK 27) for instance, the conversion of traditionally-arranged classrooms into multi-purpose learning spaces, equipped for project and group-work as well as class-work, was seen as important.* In Castlemilk (UK 28) and Northamptonshire (UK 30), close working links with the local vocational colleges were developed, facilitating the use of their premises by the schools.

The experience of these projects in the U.K. and France, where the F 12 project also used this approach for post-compulsory courses, suggests strongly that their alternative programmes for lower-attaining pupils teach the basic skills much more effectively than conventional curricula, though earlier experience of traditional learning often impedes the students' learning capacity. But they also call for higher, not lower, skills and standards on the part of the teachers.

New approaches to assessment

Far too many young people drop-out of education before the statutory leaving age or immediately after it. Nearly one student in five in Germany leave the "Hauptschule" (lower-secondary education) without a certificate of any practical value; and the corresponding figures are higher still elsewhere.

A key objective in most pilot projects was therefore to extend, or provide, opportunities enabling all students to obtain at least a basic recognised qualification, the most essential formal condition for access to further training or work.

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* See: Classrooms for active learning - Manchester; Innovations No.18, 1987.

Two approaches can be distinguished :

- some projects concentrated on curriculum development and new forms of remedial action, to tutor young people who were "at risk" through the existing "mainstream" systems of certification. This was characteristic of all the projects in Germany and some in France.

- projects in Ireland and the United Kingdom challenged the appropriateness of existing assessment and certification procedures for their new courses and curricula. They worked on new approaches which put the emphasis on recognising what has been achieved by the individual young person, rather than on classifying him/her as a good or bad pupil.*

A main thrust in these latter approaches has been the use of new techniques and instruments such as "Student Profiles", "Activity Record Sheets", "Statements of Achievement", or "Letters of Credit" which provide each pupil with a systematic, externally validated, record and certificate of "work" done at school. Some of these techniques were piloted in the first Transition Programme.+ They were further developed and more widely used in some projects of the second Programme; e.g. in Galway (IRL 17), Shannon (IRL 18) and all the British projects.

There are variations and differences, between the projects, in the forms and uses of these new approaches to assessment, and in the way they are validated. But the main advantages, emphasised by all projects, were that :

- these new forms gave a fuller and fairer account of a wider range of experience gained by a young person at school;

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* See: Assessment and Certification; Issues arising from the Pilot Projects; Brussels, July 1986.

\+ See: New Developments in Assessment: Profiling; Brussels, September 1984.

- they recognised types of achievement which do not lend themselves to conventional methods of assessment;

- they are easily adaptable to a "modular" organisation of the curriculum and active learning; and

- they foster a "pédagogie de la réussite" (learning through success), a concept strongly reflected also in the Vénissieux project (F 10), through providing a continuous record of tasks successfully achieved by the student.

This experience points strongly to the conclusion that changes in the methods and instruments used for assessment can be of benefit to all, not only so-called "disadvantaged" young people. The general use of such methods will also help to avoid the stigmatisation and separation of the lower-attainers. Many young people, particularly but not only those "at risk", would find it helpful to be able to present to training institutions or employers a "certificate" or portfolio which describes the positive achievements of their school career.

The pilot projects, however, also faced some major difficulties in implementing such new approaches:

- time : using profiles and other methods means considerable extra work for the teachers, and the students;

- overcoming possible prejudice against such new assessment methods in the eyes of parents, and, even more, employers.

These problems form part of the general obstacles to the dissemination of such approaches. But the projects also argued that time constraints should be taken into account in the broader context of a more flexible organisation of the curriculum; and they demonstrated locally that employers were willing to use these forms of assessment if approached and informed in advance about them: many confirmed that they found them more informative than traditional school reports or examination results.

"Third-place" approaches

A "third place" is somewhere which is neither school nor home. By the pilot projects, this term was used to describe a place such as a local 'centre' with an atmosphere different from school, which is more informal and not constrained by timetables, or "standards" to be met; and which is also not submitted to parental control or other pressures in the family. A "third place" thus provides some basic advantages for work with disadvantaged young people, who reject school or feel intimidated by it; and with those who do not find support or facilities for learning at home.

A number of pilot projects applied the concept of the "third place" to providing a new form of educational and guidance activities of various kinds, designed to complement pupils' work at school or sort out problems encountered there. They were also used for work with early dropouts and young unemployed. The considerable success of all these approaches was largely attributed to the atmosphere of these centres, which were easily accessible for informal contact, and which enabled action to be taken which provided a faster response to individual or group needs.

The "outreach centres" and the "work exploration centre" of the Dublin Inner City project (IRL 16) have already been referred to in Chapters 2 and 3. Other examples can be seen in Berlin, Vénissieux and Treviso (see Box on the following page).

In all these projects the schools underlined that these "third places" made an essential and positive contribution to help them tackle the problems of school failure and counter-act different kinds of disadvantage. The demands on, and requests for, such centres have steadily grown in the projects. More widespread use of the "third place" philosophy is strongly advocated by them.

The Berlin project was located in Kreuzberg, an economically declining inner-city area, with about 70% Turkish children amongst the school population. The project was based in a "Youth and Culture Centre" which enabled whole classes from schools in the neighbourhood to spend a week on various kinds of art activities. It used painting, music, theatre, etc., to stimulate young people's self-confidence, to give them a taste of success and to cope better with some of the socio-economic disadvantages from which they suffer. The centre has also become an important platform to facilitate communication between the Turkish and German communities.* The Berlin project also cooperated with a special centre, in the neighbourhood of one large school for Turkish girls. Guidance activities, homework tutoring and personal counselling were the main activities in it.+

In France, a similarly successful innovation was started in Vénissieux (F 10), a post-war suburb of Lyon with a large immigrant population. The "Lieu a(p)prendre" (a name meaning both "Learning place" and "Place for you to take over") was conceived to fight the high rate of school failure in the 11-16 age groups of young people.

The small centre offered help with homework, with learning how to learn, personal counselling and advice. Basically staffed, each evening, by teachers, it involved the local community also in an active way, i.e. parents, older students, community workers and other people, sharing in the responsibility of helping young people cope with their educational, personal and social problems.**

Another example can be found in the printing-shop set up to help drug-addicts in the Treviso Project (I 21a) which also successfully combined vocational teaching with an informal, therapeutic, atmosphere.

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* See: Youth and Culture Centre - Berlin; Innovations No.12, 1987.

\+ See: Turkish Girls Centre - Berlin; Innovations No.32, 1987.

** See: The "Learning Place" - Vénisseux, France; Innovations No.11, 1987.

Guidance

Work in the three areas of curriculum development, assessment and the use of a "third place" was complemented by special efforts in the guidance field.

Statutory procedures and services are not always adequate to respond to the particular problems of young people who face difficulties at school, drop out early and are frequently socially or otherwise disadvantaged.

The main responses by projects have already been described in Chapter 3 :

- the "youth team" developed in Hvidovre (DK 4);
- the "contact teacher" system of linking general and vocational schools;
- the "RAA"s system operating in the Duisberg project (D 8); and
- the local action groups and "transition tutors" of the Luxemburg project (L 23).

5. PREPARING TEACHERS FOR NEW TASKS AND ROLES

Teacher training and re-training was one of the priority areas in both Transition Programmes. From the early 1980s, the impact of demographic change on the school systems was already visible, with a steady fall in the recruitment of new teachers in many Member States. Hence the emphasis placed, in the second Programme, on in-service training, recognising the fact that it is above all the existing teaching force which will have to cope with a number of dramatic changes which were less pronounced when these teachers received their initial training.

There are basically two big challenges which affect the tasks and roles of teachers :

- the need, at all levels, to update subject knowledge and reflect the new wisdom in subject-based teaching. Though not new in any way, this need is now more and more difficult to meet, given the pace and complexity of change in many fields and the concern about raising the standards and quality of education, let alone the ever-increasing qualification demands of the labour market. Most existing in-service training is still geared towards this objective;

- the other challenge arises from growing awareness of the problems which young people face in their transition from school to work and adult life, and the implications of these problems for their work at school. Teachers are under much more pressure than in the past to prepare students for active participation in the economic and social world, many important aspects of which do not traditionally form part of the life of the school. This is all the more difficult for the transition process itself being subject to rapid change (see Chapter 1).

Most teachers have not been specially trained to respond to this second challenge. It involves a change of attitudes and a diversification of teachers' roles and tasks unparalleled in the past. Teachers are expected to be the organisers and facilitators of the learning

process, rather than the conveyors of knowledge. They have to fulfil new tasks in the guidance process. They must become co-ordinators and liaison agents with the world outside school, are increasingly concerned with the social, health and other problems of their students; and have to build up new types of relationships with parents. They are front-line operators in overcoming sex-stereotypes in education and widening girls' aspirations and choices. In short, teachers are - rightly - seen as the key agents of change in the education system, but far too often working under rigid constraints, such as regulations on school organisation and timetabling, financial inflexibility, lack of basic support facilities and inadequate conditions of service.

Staff development related to this "transition" aspect of in-service training was an explicit or implicit objective in almost all pilot projects of the second Programme. The projects' work was however not concerned with statutory provision of in-service training generally in the system, which is considered in another recent Commission study.* They concentrated on initiatives which could be taken by individual schools, or groups of them, and on activities at a local level. This experience can be summarised under three main aspects, or strategies, which are considered below.+

Providing contact with the outside world

Most activities carried out in the pilot projects, whether as part of the formal curriculum or not, were aimed at opening the school up to its environment - the pervading theme of the whole Programme. The experience of many teachers was that getting directly involved in as many aspects of these activities as possible itself made a crucial

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* See: "The in-service training of teachers in the twelve Member States of the European Community. V. Blackburn and C. Moisan, Maastricht, 1987.

\+ See: Teacher training - Strategies from the second Transition Programme; Brussels, December 1986.

contribution to their training. For them planning, implementing and evaluating a project, a mini-enterprise or work experience programme provided important, practical learning opportunities.

The projects however underlined the importance of two conditions for successful exploitation of this training resource: teachers need to be motivated for active participation, and they need opportunities to compare, and reflect on, their experience with colleagues and other professional partners. The formation of teacher groups, involving teachers concerned with similar problems and where possible experts from outside, or the use of class-council meetings for these purposes, has been a valuable "training" instrument in a large number of pilot projects.

Beyond this general strategy of learning by doing, some pilot projects took specific action to put teachers in contact with the world of work and the community in their local area.

Putting teachers in touch — Box 22

In Aalborg (DK 3) a special course was developed, to help class-teachers prepare and run the new work experience programmes for students in the three last years of compulsory school. It involved intensive visits to work places in industry.

The Dutch project in Zeeland (NL 24) successfully piloted a work experience scheme for teachers from lower secondary vocational schools. It also involved teachers of careers education and social studies from general secondary education. The scheme provided for 3-day placements in firms. It is now proposed to spread it to all parts of the Netherlands.*

The countrywide Greek SEP project (GR 13) developed a 5-months course to train teachers from 19 areas of Greece for guidance tasks in their schools. The fifth month of this course was entirely spent on "field-work", i.e. visits and contacts to local industries, meeting with teachers and people from the local community, etc., in the areas in which these new guidance teachers would have to operate.*

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* See: Work Experience for Teachers - Zeeland; Innovations No.22, 1987.

In Kortrijk (B 2) teachers in a technical institute were seconded for several months to industrial firms, as part of their in-service training.

To prepare these various types of field experience, lectures and seminars were organised for the teachers, involving expert input from outside professionals. Seminars and workshops formed the starting point in all Italian pilot projects for implementing their "territorio" approach (see Chapter 3). Addressed by economists and people from industry and commerce, these seminars offered a broadly based introduction to the thematic focus which each project had chosen, reflecting the priorities and the potential for economic growth in the respective project areas: the development of tourism, in Calabria (I 19a) and Sassari (I 19b); the development of small and medium-size industry in the tertiary sector, through better administrative organisation and management, in Val d'Elsa (I 20a) and Viterbo (I 20b); agriculture and food processing industries, in Treviso (I 21a) and Avellino (I 21b); and the use of advanced technologies, particularly with regard to small enterprises, in Modena (I 22a) and Biella (I 22b).

These seminars helped teachers find out more about their own region and provided opportunities for joint preparation of practical projects, curriculum material and teacher guidebooks for use in the projects' schools. They had also great value in bringing together teachers from general and vocational schools (from both compulsory and post-compulsory education).

Developing information and working links between teachers from different types of schools, especially between those from general and vocational education, was generally seen as an important source of staff development and, indirectly, of contact with the world of work. A

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* See: Field Experience for Guidance Teachers - Greece; Innovations No.7, 1987.

number of projects made extensive use of these opportunities (see Box 23). The teacher circles set up in the St. Ghislain project (B 1) brought together not only teachers from various sectors and levels of education, but also from schools of the different "réseaux", i.e. the state, communal and private systems - a unique development in Belgium. Inter-school seminars and working groups were also used in Mannheim (D 5), Vénissieux (F 10), the Northern Ireland curriculum review project (UK 26) and in Powys (UK 29) as one of the main instruments for in-service training.

A particularly interesting comprehensive in-service course to prepare teachers for their new tasks in "transition" education was developed in Kassel (D 7), combining a number of the methods described above. It was addressed to teachers from general and vocational schools, and was mainly aimed at strengthening their guidance skills. (See Chapter 3 and Innovations No.6).

Innovative action as training experience

Participation in a pilot project, such as those in the Transition Programme, is itself a major learning experience for many teachers. But apart from such comprehensive initiatives, any innovative action of a less complex type can provide a stimulating framework for staff development. In this context, the term innovation does not necessarily refer to developments which are new in a global sense, i.e. affect the whole system of education or parts of it. All types of initiatives, or projects, which introduce a new aspect or experience into the life of an individual school can have this effect, if they actively involve the teachers and are supported by the school management.

The pilot projects of the Transition Programme saw the training potential of innovative action to be in the new types of activity involved, but above all in the climate and conditions which an innovation offers for staff development :

- it creates a context in which new objectives are being defined in common;

- it sensitises colleagues to give each other support and exchange experience;

- it provides some continuity of stimulus and support, over a period of weeks, months or years, depending on the scale and targets of the innovative project.

In the pilot projects, such positive effects appeared, or were actually intended, in a number of specific activities. Two fields of action, however, seem to offer particular potential, because they concern, explicitly or implicitly, many aspects of the schools' work : curriculum review and reviewing assessment.

Curriculum review, in a broad sense, means reviewing content as well as style and methods of delivery. School self-review of this kind was the main strategy successfully developed with 18 schools in Northern Ireland by the TRAWL project (UK 26). Other projects worked on similar lines.

Writing week-ends — Box 23

In Manchester (UK 27) where the main emphasis was on alternative curriculum strategies, teams of teachers were brought together in residential (week-end) meetings, as a device to crystallise the experience of their project schools on selected themes. These meetings produced materials for use in staff development activities.

The procedure solved a problem felt by many schools in the project, namely how to identify the key factors for success in an innovation, and express and record them in a form in which they can be transmitted to a wider audience.*

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* See: Writing Teams, for Staff Development - Manchester; Innovations No.28, 1987.

Mixed courses Box 24

In a French project (F 11), schools were asked to review the content of their text-books and teaching materials for evidence of sex-stereotyping. In one of the project regions, the "Académie" (i.e. educational district) of Rennes, the project set up a series of short workshops as part of a regional programme for heads of schools, trainers of teachers and mixed groups of guidance counsellors, teachers, school administrators and parents, to raise their awareness and encourage positive action with regard to widening the choices made by girls.*

Reviewing assessment

"Concentration on assessment encourages a re-appraisal of every aspect of a school's aims, curriculum, methodology, organisation, staffing, and its relationship with parents and the community at large. As such it can be exhilarating, challenging or disruptive, depending on the ability of the institution to cope with the conclusions which emerge."

This quotation from a report on assessment in secondary schools in Manchester applies in particular to the situation in the United Kingdom, where - compared with many other education systems in the European Community - local authorities and individual schools have more autonomy in curriculum matters; hence the importance attached to assessment issues, and to matching the assessment process with the requirements of externally- validated certification.

The Manchester pilot project (UK 27) demonstrated the fundamental changes called for on the part of teachers, especially as regards their attitudes to low-attaining pupils, when asked to design suitable units of work and appropriate assessment methods for these students. The process helped to expose unrealistic teacher expectations and to identify training needs.

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* See: Widening Girls' Occupational Choice - France; Innovations No.33, 1987.

But such outcomes were not only stressed in the United Kingdom, similar effects were also found in Ireland. And in those Member States where curricula, and criteria for controlling the pupils' learning process, are established centrally and thus limit the scope for innovative action by the individual school, some projects broke new ground in this particular field. There, the need to take a fresh look at assessment practices, and teachers' attitudes to them, emerged with regard to the existing curriculum, and was met without affecting its overall structure. Where, as for instance in Vénissieux (F 10), projects used the flexibility they had in curriculum delivery to set achievable targets for their students, rather than giving priority to defending "standards", teachers felt they learned a great deal about the needs of their pupils.

Teachers sharing students' experience

Teachers can also pick up training for transition education by learning alongside their students. In the Transition Programme, many teachers underlined the training benefits to themselves of activities involving them in joint learning with their students - even if they only realised this afterwards. These opportunities are, however, mostly unexploited as a source of staff development. One reason is that such training outcomes often emerge as an unexpected "by-product", are difficult to predict, and therefore cannot be planned in detail into the design of the activity or learning situation. Work in the pilot projects identified or confirmed different types of joint action and experience which clearly have this potential and lend themselves to staff development.

Quite a lot of the practical activities initiated in the Programme put teachers in roles in which they were no longer the expert or source of information, but closer to the situation of the student, being presented with the task of solving a problem and having to work out what to do.

Enterprise schemes, project work, practical "design and make" tasks, and many others, can produce this situation. By putting the teacher in a non-traditional role in relation to students, these activities illustrate and "teach" that role. In Aalborg (DK 3), one of many examples, this method was used to raise class teachers' awareness of sex-sterotypes, and to help them develop and run programmes for student work experience which reflected such awareness.

In many projects, residential experience shared by teachers and their class, or study-visits, including those to other countries, confirmed their value for staff development, apart from the very positive impact on students' personal and social competences. Teachers found out more about their students, discovered new qualities in them, and learned to develop a relationship with them as young adults. Similarly positive experience was also derived from "third place" situations, as described in Chapter 4 of this report. Joint work in such informal settings helps to remove barriers to different kinds of interaction between student and teacher. It provides an opportunity for teachers to try out new roles for themselves, away from the structured and exposed conditions of the school.

Institutional development

All pilot projects stressed that staff development is inseparable from institutional development. Schools face changes and new demands just as much as individual teachers. In-service training must therefore be planned as part of the development of the school itself.

School-based training initiatives, including the options described above, were seen as essential complements to more formally structured provision, e.g. that offered by teacher training centres. The creation, at the level of each individual school, of some special co-ordination capacity (e.g. introducing a "staff development" officer) in some projects proved of great value for mobilising, in an active way, all the possible resources and methods for in-service training, and involving the whole staff, or large numbers of them, in it.

6. POLICIES FOR THE FUTURE

The Transition Programme was, according to the 1982 Resolution, set up as a tool for policy development. This meant that it provided a privileged framework for innovation and pilot action, involving in many cases some alteration or re-negotiation of the existing division of responsibility between national and local, or local and institutional, authority, and considerable freedom for experimental work. It also implied an expectation that the pilot projects should generate new insights, but also a recognition that not all their outcomes would necessarily be generally applicable.

Generally, pilot projects are used for policy development in different ways. They can be set up to fulfil :

- **a stimulation and demonstration role.** In this sense projects are intended to function as a "model", exploring and illustrating alternative routes to meeting specific educational needs and influencing other institutions in the same or similar directions;

- **an experimental role.** Here the expectation is that the experience and results of pilot projects will provide policy-makers with relevant information to decide on a particular issue;

- **an implementation function,** i.e. to start the process of giving practical effect to some nationally- (or regionally-) approved policy or thematic priority.

All three types were present in the Transition Programme. At this stage, when the projects have just reached the end of their pilot period, it appears to be premature to make firm statements about how, and to what extent, they have, individually or collectively, influenced or confirmed national policies (though their local effects are quite evident in many cases). This will have to be left to evaluation

by each Member State.* Their subsequent impact on policy (at local, national and Community level) depends on how they are assessed, what lessons are drawn, and whether and how their work is followed up, in future agendas for action.

But clearly the projects have yielded both process changes (i.e. changes to people, to teaching methods or institutional roles) and products (such as teaching materials, new curricula, new certificates etc.). In this and the following section, policy conclusions and recommendations for action in seven areas are therefore listed not only concerning follow-up in individual Member States but also at Community level.

1. Partnership

The need for more interactive co-operation between schools and their local partners outside - including industry, the local community, and educational and youth services of various kinds - was perhaps the strongest stimulus and "leitmotif" in the majority of pilot projects. It pervaded most of their activities in all fields of action.

The experience of the projects forcefully illustrated how, through co-operation and pooling of resources, a wider range of learning opportunities can be mobilised, and more flexible responses can be offered, to meet individual and collective local needs. In the language of the Programme this was called the "district approach".

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* Unlike in the first Transition Programme, no structured provision was made at Community level for formal and scientifically-based evaluation of the second series of pilot projects. But many Member States made their own arrangements for external evaluation. The Commission, through its team of experts, gave priority to identifying and reporting, as opposed to assessing, interesting developments and approaches, on a continuing basis as and when they emerged, during the whole course of the Programme.

Policies for transition must put more explicit emphasis on developing a co-operative dimension to the work of all schools concerned with this particular stage of secondary education. They should stimulate a sense of shared responsibility between all those who are, or should be, involved in facilitating the transition of young people, particularly at the local or regional level. For further development three main aspects seem important:

- **First, new policies must constantly challenge the belief, still widespread amongst schools, that they are surrounded by legal and administrative barriers, which severely or totally impede their scope for co-operation.** Schools and teachers must be encouraged to be more entrepreneurial in outlook; to be less pre-occupied with the extent of the impossible or the forbidden and to exploit actively and to their limits the possible and the permissible. Heads and inspectors have a vital role to play in encouraging this change of attitude. The administration can provide incentives and rewards to stimulate it.

- **Secondly, it is important that schools have greater flexibility and more autonomy in planning and fulfilling their tasks.** Co-operation requires time, for internal co-ordination, for planning and discussion, and practice. It requires flexible and varied forms of interaction and exchange, and the sharing of tasks. Schools should be given positive encouragement to respond more directly to local needs, to develop their role in the market-place, and to project their attractiveness to potential partners. This could include the provision of special staff-training programmes tuned to local or regional developments, contract work for local partners, or offering the use of infrastructure and equipment to people and institutions in the local community.

- **Finally, the new policies should foster organic and ongoing relationships between the world of education and the world of work in as many fields as possible.** Links between schools and industry/community need to go further than contacts which are incidental to specific projects or single events. Schools and training institutions should be urged by their authorities to explore the full range of possibilities

for co-operation with external partners in their local area. In doing so, they should seek the co-operation of both employers and trade unions. Experience in the pilot projects shows that links with the trade unions are rare, and difficult to maintain. The appropriate authorities should therefore stimulate initiatives which bring together schools and the social partners at the local or regional level, and should appeal to both sides of industry to offer their active support.

These aspects should be given particular attention in the dissemination and wider implementation of outcomes from the Transition Programme. They are important factors for success in creating the climate and capacity, in schools and training institutes, to co-operate with partners in the local or regional environment.

2. Innovation

All education systems in the Community face strong pressures to adapt to, prepare for, or even help to stimulate and direct economic and technological change. But generally their response is slow, and frequently lags behind developments. Too often inertial forces prevail over innovative practice, both at administrative level and within individual education institutions.

Further development work in the transition field should therefore be coupled with a deliberate policy to strengthen the capacity of the systems, and of the individual institutions in it, to manage change, and explore and disseminate transferable experience.

One important strategy to achieve this should be the wider use of pilot projects. Their role is not limited to the development and testing of new approaches. They also have a significant demonstration function, providing illustrative models and encouragement to stimulate the mainstream development of education systems. Experience from the Transition Programme :

- indicates that this potential is in many cases under-exploited;

- underlines the value of feedback between pilot projects, authorities and policy-makers;

- demonstrates the need for a clear dissemination strategy to be built into the design of each pilot project from its beginning.

Five ways to follow-up pilot projects — Box 25

1) Generating a snowball effect, i.e. starting with a limited number of project schools and gradually associating others, as and when innovative action in the "lead"-institutions starts to show success - examples D 5, D 6, D 8; F 9, F 11; NL 24, NL 25; UK 27, UK 30.

2) Pooling experience: different projects (or separate "units" of a large project), working on a common theme or problem, are regularly brought together to compare methods and outcomes of their work, as a means to strengthen mutual support and the exploitation of experience, and the joint production of materials for wider dissemination (e.g. F 11).

3) Launching pilot projects as part of a wider (national) plan or programme. Examples : the Flemish project (B 2) formed part of the government's programme to develop new forms of part-time education/training; the Vénissieux project (F 10) was involved in the national curriculum development programme for the general secondary schools, as well as part of a large-scale programme to introduce new experimental classes for low-attaining pupils; the LINK project (GR 15) was part of a wider programme in Greece to introduce a new type of upper secondary school; the Dutch School Employment Liaison Centres ("COAs", NL 24 and NL 25) and the "low-attainers" projects in Manchester (UK 27) and Northampton (UK 30) were part of wider national initiatives. Pilot projects in such situations have, or should have, a ready-made target audience for the dissemination of their innovative outcomes.

4) Using input from pilot projects for teacher training and staff development. In-service training programmes provide the ideal vehicle to transport new concepts and experience. Many pilot projects used, or created, opportunities to present their approaches and outcomes to a larger number of teachers in their local area or region, not only at the end but also during the course of their pilot period.

5) Disseminating the products of pilot projects, and not only reports, through print and audio-visual media. A number of "packages" (e.g. teaching materials, whole course programmes, handbooks and guidelines) were produced in the Transition Programme for use by teachers, counsellors and other staff within and outside the projects (e.g. F 12).

Combinations of these approaches to dissemination should form an integral part in the design of future pilot projects (whether Member State or Community initiatives), to exploit more fully their potential as stimulators of change. Countries or regions, which do not have a tradition, or expertise, of pilot project work should be given assistance, by the Community, for this purpose.

5. European co-operation

The use of pilot projects, as demonstration and illustrative models, needs to be considered in a similar way at European level. The Transition Programme clearly showed their value as agents for stimulating cross-national co-operation and development :

- initial contacts between projects from different Member States developed into continuous, bilateral and multi-lateral working relationships, providing an operational framework for the transfer of experience between projects from different parts of the Community.*

- the series of thematic workshops, organised at Community level for leaders and staff of the pilot projects, enabled experience to be pooled inter-nationally:

- at European level, the pilot projects' responses to questions of central significance across the Member States, were identified and described in terms which were not context-specific, and therefore could be related to the readers' own circumstances more easily (in the series of "Innovations").

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* See: European Co-operation and Partnership: a report prepared jointly by 8 pilot projects from 5 Member States, on their common initiative to organise the transfer of experience between their countries, 1987.

4. School self-review

The use of pilot projects can only affect a limited number of schools and pupils in each country. Broader strategies still are needed to enhance the capacity for continuous development and innovation in all parts of the school and training system. All schools should be involved in development work, of some kind. Policies concerned with staff, school-management and curriculum organisation should be reviewed with regard to :

- offering teachers more time for innovative work and encouraging school heads to support it;

- promoting the concept of school-centred self-review and providing the methodology and "tools" for it;

- facilitating teachers' access to external resources (through stimulating contact with other schools firms, community, and the use of external resource persons in the school);

- promoting the idea of "school projects" which set specific targets for school-improvement and involve the whole staff (e.g. "reducing the number of drop-outs by x% this year").

Offering the schools the means to appoint a special co-ordinator for innovative curriculum action (acting as a liaison agent and resource person) can also provide a key to introducing a permanent stimulus to change and innovation at the level of the individual institution.*

Actual needs vary between different areas, and mobilisation and pooling of resources for change depend on local commitment and initiative. It is essential that strategies to reinforce innovative capacity focus strongly on the local potential, recognising that responsibilities for implementation lie at that level, and stressing that central support should be matched with local/regional resources and development.

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* See: Curriculum Co-ordinators - Manchester, United Kingdom; Innovations No.27, 1987.

7. RECOMMENDATIONS IN 7 ACTION AREAS

Some specific directions for further development in Member States' education systems, can be drawn from the Programme, extending the proposals for policies for transition which emerged at the end of the first Transition Programme, five years ago.

Action area 1 : schools and the world of work

1. Action should be taken at all levels (Community, national, local) to exploit the understanding gained in the Programme on the successful formation and use of school-industry linking, to create, at local level, dynamic partnerships, e.g. in the new technologies field, between firms and schools.

2. In developing schemes for the effective use of work experience as part of the curriculum and the guidance process in schools, education authorities should build on the experience gained in the Programme of using a phased, or sequential, approach designed to reflect and meet the different objectives in the educational process to which work experience can contribute.

3. Action should be taken at national and other levels to engage industrial and business firms of all kinds and sizes in the development of schemes of enterprise education.

4. Trade union organisations should be urged to review their participation in school-industry linking activities in the light of the positive experience in some countries reported in the Programme.

5. Education authorities at regional/local level should consider the need for linking mechanisms/staff, to work at institutional or local area level, to develop and maintain links and co-operative activities between schools and the world of industry.

6. In areas with specific economic problems, e.g. in rural and sparsely-populated areas, or those with declining industries, the appropriate national or regional authorities should take action to bring together educational, training and economic development, so as to forge two-way co-operation aimed at maximising the contribution of compulsory education and vocational training to local economic needs, and the support of local economic organisations for the education and training process.

Action area 2 : guidance

1. The guidance responsibility in the school should be clearly assigned, either to appropriate teachers or to guidance specialists, or both. Schools should review the contribution made to the guidance process by all their activities, as part of their ongoing process of internal development and self-review. Each school should, as a result, be able to define its approach to meeting pupils' guidance needs, in a way which promotes co-operation with others concerned in the process, whether formally or informally, such as parents, other guidance agencies, and the young people themselves.

2. Education and other authorities' policies for the provision of specialist guidance staff should be co-ordinated and take account of the benefits to be derived from having specialist guidance staff with a dual responsibility, partly in the school and partly in the local community.

3. Appropriate training should be provided to equip all staff for their guidance role.

4. Schools should be given responsibility, backed by specialist staff or resources, to follow up all school-leavers by means of a stated minimum number of contacts over a period of 2 years after they have left school.

5. Local, community-based, services with guidance, training and related responsibilities for young people should be given an explicit remit to make active contact with each other to develop co-operation and co-ordinate their contact with young people in their area.

Action area 3 : school failure and early drop-out

1. Schools should be encouraged, and helped, to review their curriculum arrangements for their weakest pupils; and the necessary freedom should be secured for them to organise learning/teaching activities appropriate to such pupils' needs.

2. Such reviews should pay particular attention to the content and style of the curriculum, and methods of assessment, so that the full range of abilities and achievement are given proper recognition.

3. Education authorities should consider the potential contribution of modular curriculum structure, learning through practical experience, personal tutoring and intensified guidance help, and the provision of facilities outside the school which have a remedial education/training character, in order to sustain, enhance or restore motivation in such pupils and thereby enable them to obtain recognised certification.

4. Education authorities should further consider whether certification systems need to be adapted or extended so as to ensure that formal recognition is given to the achievements of all pupils on the work they do at school.

Action area 4 : in-service training for teachers, and school development

1. Schools should be urged by their authorities to identify, on a regular basis, their needs for staff training and should be encouraged to suggest or design training programmes accordingly. All teachers

should be assured in-service training periods, adding up to at least two weeks per year, which can be used flexibly to meet these needs.

2. School-based in-service training should draw explicitly on the training potential of innovative action and development work within individual schools, especially on all activities involving contact and co-operation with the outside world. In particular, more extended opportunities need to be provided for teachers to gain practical experience outside the education system.

3. Special provision needs to be made to prepare teachers for specific new roles they have to fulfil in the guidance process, in developing and co-ordinating new forms of teaching and learning in the school, in developing or applying new methods of assessment, and in involving all parents actively in support of their own children's education.

4. Education authorities at the local level should arrange for ongoing, task-oriented working contacts between teachers from different types of schools, in particular between general and vocational education, so as to strengthen curriculum continuity and to raise awareness of local training opportunities on the part of secondary schools.

Action area 5 : gender equality

1. Each school should be requested and encouraged to develop an operational plan of action to raise awareness amongst teachers, students and their parents of the limitations imposed by gender stereotyping; and to review and change the practice of teaching and learning, and of the guidance work in schools, in order to widen the range of subject and vocational choices for girls.

2. Local and regional education authorities should stimulate and facilitate joint action and exchange of experience between schools in their area, so as to promote a sense of initiative and mutual support with regard to tackling issues of gender equality. Education

authorities should also be urged to co-operate with other sectors of public administration, and with industry, trade unions and other bodies in the local/regional area, in order to develop and implement a concerted approach to opening up broader perspectives in education, training and employment to young women, and to secure their access to opportunities which are traditionally taken up by young men.

3. Special efforts are required to monitor the effects of policies aimed at promoting gender equality. Different types of intervention and positive action are needed to overcome gender-stereotypes and to change conventional patterns of behaviour. Their impact should be regularly reviewed in order to adjust policies where necessary, and to develop guidelines for the wider use of strategies which have proved successful. Practical provision should therefore be made, at national and regional/local levels, for the evaluation of measures taken to ensure equality of opportunity, for the dissemination of positive experience, and to identify priority areas in which further development work and experimentation is needed.

Action area 6 : support by parents

Education authorities and secondary schools should review their policy and practice in order to reflect more closely the following objectives:

- an active partnership between school and parents, reflected in practical arrangements for receiving parents on the school premises, attractive and informative published material (including video) for parents about the school's programmes, and social as well as professional occasions for teacher-parent contact;

- the active involvement of parents in the guidance process;

- schools' use of parents as resource-persons to support learning activities in the curriculum/guidance process, in the school and the community;

- the development of parents associations, with appropriate financial/technical support, to play an active role in support of the school vis-à-vis parents and the local community.

Authorities should provide or secure the provision of training to enable headteachers, teachers, and parents to co-operate in these ways.

Action area 7 : co-operation at Community level

1. The use of theme-based programmes for policy development should be extended so as to broaden the framework for the exchange of experience at European level in education and training, based on rolling national, regional and local development programmes: participating projects should be of differing degrees of "maturity", so that new projects can learn from already-established ones, working in their field.

2. The dissemination and exchange of ideas should be planned in such programmes from their beginning, and Community resources should be applied not only to support visits, meetings and other direct contacts between participating areas, but also the analysis and publication of short information sheets, in all official Community languages, on specific innovations in a format suitable for their use by local administrators and professional practitioners.

3. Proper recognition should be given to the many starting-points in European co-operation which spring from such a Programme and which deserve continued Community support for their potential in realising the European dimension at the grassroots level, e.g. : the formation of computer links between schools, already in operation between some pilot project areas of the Transition Programme; networks for reciprocal work experience and placement schemes; networks of schools and training institutions engaged in mini-companies, and enterprise education; and networks of schools and local centres engaged in environmental issues related to vocational training for young people. Exchanges

in these networks should not only involve teachers and other professional staff but also students, parents, elected representatives and others.

4. European multi-national companies, and similar international links between, e.g. municipal authorities, professional associations, Chambers of Commerce etc., should be more actively explored to spread innovative practice with regard to school-industry links, and to support the networks described above.

5. Emphasis should be laid on increasing and exchanging, at European level, expertise in the field of the management and methods of innovation and development work in education, especially in regard to the role of local/regional authorities in supporting the development process.

PILOT PROJECTS

The list below gives addresses for direct contact, a brief description of the area concerned and the objectives of the pilot projects.

B 1 Saint Ghislain
Transvia, Cité des Petites Préelles 129,
B - 7330 Saint Ghislain. Tel° 32-65-78 61 85

Area: a mixed urban-rural area with declining industry, and a fairly stable population of migrants.
Objectives: cooperation between various types of schools to develop active learning methods in vocational edu- cation and to support staff development.

B 2 Limburg and West Flanderen
Alternerend Leren, Centre P.M.S., Luikersteenweg 56,
B - 3500 Hasselt. Tel° 32-11-22 17 38

Alternerend Leren, Kamer voor Handel and Nijverheid, Casinoplein 10,
B - 8500 Kortijk. Tel° 32-56-21 66 01

Area: both areas have high youth unemployment, and Limburg has a large migrants population.
Objectives: new courses alternating training and work experience for unemployed young people.

DK 3 Aalborg
Hans Bruun, Udskoling- et EF Projekt, Hasserisvej 174,
DK - 9000 Aalborg. Tel° 45-8-11 22 11 Ext. 4170.

Area: a shipyard and commercial town in North Jutland.
Objectives: to improve the use of work experience, careers education and guidance.

DK 4 Hvidovre
Peer Lindholm, Skole- og Fritidsforvaltningen, Hvidovrevej 59a,
DK - 2650 Hvidovre. Tel° 45-1-78 12 11 Ext. 1207 and 1208.

Area: a suburb of Copenhagen.
Objectives: 14-16 curriculum development, and developing co-operation between guidance counsellors and other agencies providing services for young school leavers.

D 5 Mannheim/Weinheim
Helga Reindel, EG-Modellversuch, Beratungsstelle, H 2 2,
D - 6800 Mannheim 1. Tel° 49-621-1 47 30

Area: industrial town of Mannheim, and semi-rural area of Weinheim
Objectives: co-ordination of all existing support facilities in the region to improve young migrants' access to vocational education and training.

D 6 Berlin
Christel Hartmann-Fritsch, Jugend- und Kulturzentrum,
Schlesische Str. 27,D - 1000 Berlin 36. Tel° 49-30-612 40 95

Area: Kreuzberg district of Berlin, an inner city area with a high percentage of migrants.
Objectives: to develop alternative curriculum activities through theatre, literature, music, painting, and photography.

D 7 Kassel
Volkmar Hopf, Regionales Verbundsystem Kassel, Hauffstrasse 5,
D - 3501 Fuldatal 1. Tel° 49-561-81 81 58

Area: the city and region of Kassel.
Objectives: to promote inter-agency co-ordination in the region, between the employment offices, firms, general and vocational schools.

D 8 Duisburg
Achim Scharf, EG-Modellversuch, Stadt Duisburg,
Amt 51-02, Niederstr. 7, D - 4100 Duisburg 1. Tel° 49-203 283 44 35

Area: the industrial cities of Duisburg, Oberhausen and Moers in the Ruhr.
Objectives: to develop guidance and vocational preparation for low-attaining pupils before and after the end of compulsory education.

F 9 6 académies
Patrick Chauvet, DLC4, Ministère de l'Education Nationale,
107 rue de Grenelle, F - 75007 Paris. Tel° 33-1-45 50 11 16

Area: 20 vocational schools spread over 6 regions: Lille, Nancy, Toulouse, Orléans-Tours, Versailles and Poitiers.
Objectives: improvement of work experience schemes and assessment of the value of work experience for personal and social development.

F 10 Vénissieux
Florent Cibué, Cellule Vie Scolaire, Rectorat de l'Académie de Lyon,
92 rue de Marseille, F - 69354 Lyon 7. Tel° 33-78-69 81 12, Ext. 3371

Area: a large housing estate in the suburbs of Lyon.
Objectives: improving the curriculum, guidance and social integration of low-achievers.

F 11 60 C.I.O
Bernard Giraud, DLC6, Ministère de l'Education nationale,
107 rue de Grenelle, F - 75007 Paris. Tel° 33-1-45 50 03 45

Area: 60 information and guidance centres distributed throughout 15 regions.
Objectives: reappraisal of the guidance process, and its links with the curriculum of lower secondary schools.

F 12 Caen/Créteil
Maggy Pillods, CREDIF, 11 av. Pozzo di Borgo, F - 92211 Saint-Cloud.
Tel° 33-1-46 02 63 01

Area: disadvantaged suburbs of Paris and Caen.
Objectives: the social and vocational integration of young migrants, emphasising the value of their bi-lingualism.

GR 13 SEP
Demetra Scavdi, KEME - SEP, 6 Manzarou Street, GR - Athens.
Tel° 30-1-360 07 86

Area: initially in Athens and north-western Greece; expanding in 19 areas of the country.
Objectives: development and testing of a new training programme for teachers of careers education and guidance, and the development of regional centres to support their work.

GR 14 AGRO
Ioannis Kazazis, Ministry of Education, 15 Mitropoleos Street,
GR - 10185 Athens. Tel° 30-1-323 57 22

Area: Patras, Heraklio, Larissa, Kavala, Kozani and the Thessaloniki area - rural areas with village co-operatives.
Objectives: to train young people in managment for jobs in agricultural co-operatives.

GR 15 SEP
Alexandros Kalofolias, 15 Mitropoleos Street, GR - 10185 Athens.
Tel° 30-1-323 23 19

Area: Rethymno (Crete), Veria (Macedonia) and Nea Philadelphia (a suburb in North Athens).
Objectives: the experimental application of the new comprehensive upper-secondary schools with emphasis on participation in and by the local community.

IRL 16 Dublin
Tony Crooks, CDVEC Curriculum Development Unit, 28 Westland Row,
Trinity College, IRL - Dublin 2. Tel° 353-1-60 24 33

Area: an inner-city area.
Objectives: the social and vocational preparation of young people with poor prospects of employment, including special courses for young women.

IRL 17 Galway
Marian O'Riordan, Curriculum Development Centre, V.E.C., Island House, Cathedral Square, IRL - Galway. Tel° 353-91-622 66

Area: Galway Town, and South County Mayo.
Objectives: "integrated education" emphasising the utilisation of the out-of-school environment, development of work experience and education for enterprise.

IRL 18 Shannon
Jim Gleeson, Curriculum Development Centre, St. Patrick's Comprehensive School, IRL - Shannon, Co. Clare. Tel° 353-61-3618 78

Area: basically agricultural with developing industrialisation.
Objectives: the development of new two-year post-compulsory programmes and activities aimed at the diversification of girls' vocational choices.

I 19a Reggio Calabria
Francesco Latella, Via Petrillina Diramazione I 21,
I - 89100 Reggio Calabria. Tel° 39-965-33 16 50

Area: coastal area, mainly agricultural.
Objectives: to encourage pupils to acquire business knowledge, particularly about co-operatives and small companies, and a basic understanding of the tourist industry.

I 19b Sassari
Giancarlo Arru, c/o Provveditorato agli Studi di Sassari,
Corso G. Angioi 1, I - 07100 Sassari. Tel° 39-79-23 48 70

Area: the towns of Sassari (agricultural), Porto Torres (industry in decline), and Alghero (tourist industry).
Objectives: to provide in-service teacher training and curriculum development aimed at making pupils aware of job opportunities in the tourist industry.

I 20a Val d'Elsa
Giuseppe Italiano, Provveditorato agli Studi di Firenze, c/o Liceo Scientifico, "Il Pontormo", Via XX Settembre 31, I - 50053 Empoli (FI).
Tel° 39-571-726 73

Area: the district of Val d'Elsa, in the province of Florence.
Objectives: to promote a greater understanding of local industry and the local labour market in schools. Also to introduce micro-computer technology for information purposes.

I 20b Viterbo
Massimo Faggiani, c/o Progretto Pilota CEE, Via del Paradiso 2,
I - 01100 Viterbo. Tel° 39-761-23 91 28

Area: the province of Viterbo, agricultural with some tourism and industrial development.
Objectives: to promote a greater awareness in schools of developments in the local economy.

I 21a Treviso
Adriano Maccari, Liceo Scientifico, Via Kennedy 12,
I - 31015 Conegliano (TV). Tel° 39-438-359 44

Area: the zone of Sinistra Piave in the Province of Treviso.
Objectives: to improve young people's knowledge of local resources, particularly agricultural ones.

I 21b Avellino
Luca Iannuzzi, Provveditorato agli Studi di Avellino, Via de Renzi,
I - 83100 Avellino. Tel° 39-825-250 40

Area: the province of Avellino, 40 communes, 80% in the zone struck by the 1980 earthquake.
Objectives: to encourage local agriculture by courses and seminars for teachers and pupils in the lower and upper secondary schools, and to foster motivation for the development of co-operatives.

I 22a Modena
Ennio Ferrari, Provveditorato agli Studi di Modena, Via Rainuso 100,
I - 41100 Modena. Tel° 39-59-33 53 35

Area: the town of Modena and its surrounding communes.
Objectives: the development of pupils' awareness of their economic and social environment, with emphasis on new technologies.

I 22b Biella
Novarino Panaro, Ufficio Scolastico Regionale del Piemonte,
Corso Matteotti 32a, I - 10121 Torino. Tel° 39-11-53 17 84

Area: the area of Biella in the province of Vercelli, with textile industry.
Objectives: the improvement of guidance and orientation towards job opportunities in advanced technologies.

L 23 Luxembourg
Fernand Sauer, I.F.E.M., 75 rue de Bettembourg, L - 5811 Fentange.
Tel° 352-36 94 41

Area: 4 regional locations, including urban and rural areas.
Objectives: the vocational and social integration of young people without vocational qualifications.

NL 24 Zeeland
Hinke de Graaf, COA Zeeland, Postbus 2034, NL - 4460 MA Goes.
Tel° 31-1100-305 48

Area: the province of Zeeland.
Objectives: the development of a co-ordination centre (COA), to increase and improve work experience provision for pupils and teachers in secondary education.

NL 25 Rijndelta
Paul Schings, COA Rijndelta, Coolsingel 47-49, NL - 3012 AA Rotterdam.
Tel° 31-10-433 17 44

Area: the Rijnmond region, including Rotterdam and 15 smaller cities.
Objectives: to improve the co-ordination of work experience placements and to develop vocational guidance in the curriculum.

UK 26 Northern Ireland
TRAWL Project, NICED Information Office, Stranmillis College,
Stranmillis Road, GB - Belfast BT9 5DY. Tel° 44-232-68 24 14

Area: secondary schools throughout Northern Ireland.
Objectives: school-based curriculum review and development, case-studies and development of guidance.

UK 27 Manchester
Kathy August, ACS Project Office, Manchester Polytechnic, Brook House,
Hathersage Road, GB - Manchester M13 05A. Tel° 44-61-224 96 00

Area: 7 schools in the inner-city and suburbs.
Objectives: to develop an alternative curriculum for 14-16 pupils, including active learning methods, work experience placements and action aimed at eradicating gender stereotypes.

UK 28 Glasgow
Evelyn Lennie, Glenwood Secondary School, 147 Castlemilk Drive,
GB - Glasgow G45 9UG, Scotland. Tel° 44-41-634 9367

Area: post-war housing estate south-east of Glasgow (Castlemilk).
Objectives: curriculum development, improved guidance, and community-based activities for all 14-16 pupils, especially under-achievers.

UK 29 Powys
Anthony Bell, PREP, Radnor College of Further Education,
Llandrindod Wells, GB - Powys LD1 5ES. Tel° 44-597-4407

Area: a rural county in mid-Wales.
Objectives: to develop curricula with a special emphasis on business and craft job opportunities in a rural area.

UK 30 Northamptonshire
Lynn Lewis, Project Office, Cliftonville Middle School,
Cliftonville Road, GB - Northampton NN1 5BW. Tel°44-604-28853

Area: a mixture of schools in an industrial/rural county.
Objectives: development of new curricula for 14-16 pupils with emphasis on community-based activities, school-parent co-operation, and work experience.

This paper is one in a series which is being produced on behalf of the Commission of the European Community on issues related to the Transition of Young People from Education to Working and Adult Life. It was prepared for the Commission by a team employed by IFAPLAN, an applied social research institute, based in Cologne.

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